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ABSTRACT

This report on at-risk students presents a general overview of the extent of the problem in the State of New York and current responses to it. Pupils-at-risk are defined as those whose school achievement and/or social behavior is negatively and seriously affected by educational, family, societal, or personal problems. These pupils are not necessarily those who have handicapping conditions, but those who require additional services in order to take full advantage of the available educational opportunities. The report is divided into the following four sections: (1) statistics on the size of the at-risk population; (2) statistics on student services staff available to identify and assist at-risk students; (3) brief descriptions of local programs or services in support of at-risk students; (4) summaries of State Education Department initiatives involving the Office of General Education. Local districts need, first, a commitment to serve all students, including those at risk, and, second, a plan to serve such pupils. The plan should provide for the early identification of at-risk students and prescribe the way to best offer assistance through school services and community services. The plan should also provide for courses in areas such as family living, or, in health education, should provide courses in substance abuse. (PS)

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THE BICENTENNIAL OF THE BOARD OF REGENTS AND THE UNIVERSITY OF THE STATE OF NEW YORK

DEPUTY COMMISSIONER FOR ELEMENTARY, SECONDARY AND CONTINUING EDUCATION
THE NEW YORK STATE EDUCATION DEPARTMENT
ALBANY, NEW YORK 12234

September 4, 1984

Item for Discussion

TO: The Honorable the Members of the Board of Regents

SUBJECT: Report on Pupils-at-Risk

Attached is a report on pupils-at-risk. Included in this report are five sections as follows:

- Section I - Introduction
- Section II - Statistics on Pupils-at-Risk
- Section III - Statistics on Pupil Services Staff
- Section IV - Local Programs or Services in Support of Pupils-at-Risk
- Section V - State Education Department Initiatives

The report presents a general overview of the extent of the problem and current responses to address the problems of pupils-at-risk.

Respectfully submitted,

Gerald L. Freeborne

Gerald L. Freeborne

Attachment

Approved:

Commissioner of Education

Sept 7-84

Date

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REPORT ON

PUPILS-AT-RISK

September 4, 1984

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SECTION I. INTRODUCTION

New York State public schools have been the major resource for generations of immigrants and others as they prepared to take advantage of the opportunities of the American democratic system. In fact, it is safe to say that without such a strong and diversified system, New York State and the United States would be much less a factor in world affairs. The schools of New York State have a tradition of recognizing and responding to the unique needs of individual students. There is a danger, however, that today the education system may not be meeting its obligation to help students hampered by educational deficiencies; by involvement with the criminal justice apparatus; by severe social and family pressures; and by the insidious confusion and bewilderment which result from experimentation with drugs and alcohol.

New York State children bring many strengths to school and, many problems. For generations, schools have responded. The needs are no less today. Indeed, complacency is a special danger, particularly to the many pupils-at-risk.

The Regents Action Plan to Improve Elementary and Secondary Education Results in New York State recognizes that children differ in their capacity to take advantage of available educational opportunities. The Plan espouses equity and excellence in education. It also notes that students must have a positive self-esteem if they are to succeed in school. Students who are not succeeding and/or who have low self-esteem are at-risk within the educational system.

"Pupils-at-risk" are those whose school achievement and/or social behavior is negatively and seriously affected by educational, family, societal, or personal problems. These pupils are not necessarily those who have handicapping conditions, but those who require additional services in order to take full advantage of the available educational opportunities.

This report is divided into four sections that provide additional information on the problem of at-risk students:

- Section II. Statistics on Pupils-At-Risk--offers data which indicate the size of the at-risk population.
- Section III. Statistics on Pupil Services Staff—provides data concerning pupil services staff available to identify and assist at-risk pupils.
- Section IV. Local Programs or Services in Support of Pupils-At-Risk—offers brief descriptions of several services presently provided by local school districts to assist pupils-at-risk.
- Section V. State Education Department Initiatives--summarizes initiatives involving the Office of General Education relating to pupils-at-risk.

Section II. STATISTICS ON PUPILS-AT-RISK

Pupils are considered at-risk for many reasons including problems related to the school environment, the family environment, delinquency-law violations, and various other situations. These problems may, and frequently do, overlap; e.g., a pupil living with alcoholic parents may be involved with domestic violence, poverty, and possibly foster care.

The risk to some students inherent in the school environment is evidenced by the fact that almost one-fourth of third and sixth grade students do not read or cipher as well as they should or could. Perhaps the most significant statistic is that during their four years of high school more than 25 percent of secondary students enrolled in grades 9-12 in New York State fail to graduate. In New York City, the figure is approximately 42 percent. What other institution could tolerate a failure rate of 25 percent? Significant numbers of young people simply fail to attend school regularly. Again the problem is more severe in the large cities and especially in New York City which has an average of 17 percent of its enrollment out-of-school daily.

Family situations affect learning. Significant numbers of students face difficult family situations. Over 17 percent of the K-12 enrollment, or 617,000 students, come from families which live below the poverty level. Students from minority families, including Black and hispanic students, experience the pains of poverty to an even greater extent. The changing family structures result in over half of all families living below the poverty level being headed by single parents. In 1984, in New York City, nearly 7,000 children came from such desperate family situations that the city government found it necessary to lodge them in hotels. Finally, and sadly, in 1984, 94 young people in New York State could not bear the life they lived and committed suicide.

Many pupils-at-risk are involved with the criminal justice system. In New York State alone in 1981, there were over 200,000 juvenile arrests and, in 1982, 85,000 arrests of young persons under 16 years of age. In 1982, 17,000 petitions were submitted to family court for persons in need of supervision. In 1984, 3,800 women and over 5,000 children were temporarily lodged in centers because of domestic violence. In 1983, the Central Register hotline reviewed 74,000 reports of child abuse and neglect.

Some of the problems presented by pupils-at-risk cannot be expressed precisely. The New York State Council on Children and Families estimates between 100,000 and 300,000 students in grades K-6 come home to empty houses, and constitute what are now called Latch-Key children. Substance abuse continues its devastating influence upon some of our young people. An estimated 6 percent of high school seniors use alcohol daily.

The following data indicate substantial numbers of pupils who are at-risk in New York State elementary and secondary schools. It is not possible, however, to project an exact percent of such pupils; the point of these data is that the numbers are considerable, the problems serious, and an expanded school response is necessary.

PUPILS-AT-RISK
NEW YORK STATE DATA

Category	Number of Pupils	Percent	Year	Source
I. School Environment				
Reading grade 3 below state reference point	53,009	25% of students taking exam	1983-84	Bur. of Elem. & Secondary Educ. Testing (Spring '83)
Reading grade 6 below state reference point	59,809	25% of students taking exam	1983-84	Bur. of Elem. & Secondary Educ. Testing (Spring '83)
Math grade 3 below state reference point	48,588	25% of students taking exam	1983-84	Bur. of Elem. & Secondary Educ. Testing (Spring '83)
Math grade 6 below state reference point	61,954	26% of students taking exam	1983-84	Bur. of Elem. & Secondary Educ. Testing (Spring '83)
Absenteeism (daily)			1981-82	NYSED Bur. Educ. Data Systems
exclusive of NYC	136,220	7.45% of K-12 enrollment		
New York City	158,034	17.16% of K-12 enrollment		
Dropouts (grades 9-12)			1982-83	NYSED Bur. Educ. Data Systems
exclusive of NYC	21,658	3.6% of 9-12 enrollment		
New York City	39,176	13.7% of 9-12 enrollment		
Chapter I participants	334,689	9.5% of K-12 enrollment	1982-83	Div. of Economic Opportunity Programs
Pupils participating in school lunch program				
school lunch: free	718,559	22% of K-12 enrollment	1983-84	NYSED Bur. School Food Mgmt. & Nutrition
reduced rate	99,107	3% of K-12 enrollment		

Category	Number of Pupils	Percent	Year	Source
II. Family Environment				
Total families	4,674,329		1980	U.S. Census NYS
Total families with own children under 18	2,397,600	51% of all families	1980	U.S. Census NYS
Foster care (family & group care) children	32,453		1982	NYS Dept. of Social Services
Youth unemployment (16-19 years of age)	118,000	9.2% of the 12-16 age group	1980	NYS Dept. of Labor
Suicides (under 19)	94		1983	NYS Dept. of Health
Families living below poverty level	483,340	20% of all families with children under 18	1980	U.S. Census NYS
Children enrolled in school living below poverty level	616,800	17.5% of K-12 enrollment	1980	U.S. Census NYS
Black children enrolled in school living below poverty level	206,445	35.1% of Black enrollment, K-12	1980	U.S. Census NYS
Children of Spanish origin enrolled in school living below poverty level	178,091	43.2% of children of Spanish origin, K-12	1980	U.S. Census NYS
Female heads of household living below poverty level	273,416	57% of families with female heads	1980	U.S. Census NYS
Children in single parent families	1,016,445		1980	U.S. Census NYS
Live births, mother aged 10-14	521		1982	NYS Dept. of Health
Live births, mother aged 15-17	9,761		1982	NYS Dept. of Health

Category	Number of Pupils	Percent	Year	Source
Induced termination of pregnancy, mother aged 11-19 years	37,445		1982	NYS Dept. of Health
Out of wedlock births (New York City)	41,578	37% of all births	1983	NY Times 8/13/84
Domestic violence: reported	14,667		1/82-6/82	Div. Criminal Justice Services
Families housed in hotels by New York City	2,889		1984	Monthly Report, HRA Temp Housing Program, May 1984
Number of school children	6,787			
III. Delinquency-Law Violation				
Juvenile arrests (under 16)	84,977		1982	NYS Div. of Criminal Justice Services
Juvenile arrests (16-19)	218,405		1981	NYS Div. of Criminal Justice Services
PINS petitions	16,931		1982	Div. of Probations
Youth in prison (under age 21)	3,461		1983	NYS Dept. of Corrections
Youth in DFY custody	1,950		1983	NYS Division for Youth
Neglected & delinquent children in group homes	3,472		1983	NYS Ed. Dept. OECHC
Domestic violence victims in shelters				
Women	3,709		1984	NYS Dept. of Social Services
Children	5,069			
Child Abuse Hotline (calls)	74,222		1983	NYS Dept. of Social Services

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Category	Number of Pupils	Percent	Year	Source
IV. Miscellaneous				
(for which no specific NYS data are available)				
Families with high mobility	18% of pop.		1977	The General Mills Report, "Raising Children in a Changing Society". Some inner cities' schools report 60-70% mobility each year.
Latch-key children (grades K-6)	100,000-300,000 estimated	6-18% of students in grades K-6	1984	NYS Council on Children and Families
Runaways	30,000		1982	Empire Coalition of Youth & Family Svcs. (from NYS Council on Children & families)
Alcohol (daily use) - HS Seniors	12,480	6.0% of HS seniors	1980	Nat'l. Inst. on Drug Abuse
Drug use - high school seniors Use of drugs in past month prior to survey			1981	Nat'l. Inst. on Drug Abuse
Marijuana	66,488	32.0% of HS seniors		
Cocaine	12,480	6.0% of HS seniors		
Stimulants	33,244	16.0% of HS seniors		

SECTION III. STATISTICS ON PUPIL SERVICES STAFF

Pupil service workers focus on the educational progress and programs of individual pupils. They are a primary resource for staff, parents, and pupils. The data presented below detail the number of pupil support services staff in New York State elementary and secondary schools available to assist pupils-at-risk.

	a 1977-78	b 1982-83	c 1983-84	% Change (c/a)
Guidance Counselors	4407	4157	4142	- 6%
Attendance Teachers	367	346	332	- 9.5%
School Psychologists	1362	1882	2029	+ 49%
School Social Workers	538	880	948	+ 76%

The K-12 public school pupil population declined by 17% between 1977-78 and 1983-84 school years. This decline in pupil population, well in excess of the decline of any pupil service, would suggest an increase in the capacity of pupil personnel workers to assist pupils-at-risk. This is not the case. Other factors must be considered. Pupils-at-risk, by virtue of their problems, take a disproportionate amount of staff time. In addition, the needs of the handicapped population have placed more demands upon the time of pupil service workers, especially school psychologists and school social workers. Since 1977-78, the handicapped population has increased 23%.

A more long-term concern also exists within the ranks of the pupil services staff. In the 1982-83 school year, more than 40% of the guidance counselors, the largest group of pupil services personnel, were more than 49 years of age. In the next five to ten years, retirements will likely reduce the availability of experienced counselors markedly.

In 1982, the Board of Regents approved a Commissioner's Regulation requiring District Guidance Plans, effective in September, 1983. In the Fall of 1983, the Bureau of Pupil Services initiated a review of these Plans. More than 200 were evaluated during the 1983-84 school year. The K-6 components of 93% of these Plans were found to comply with Regulations, but, school counselor and school social worker services were evident in only a small percentage of the K-6 Plans reviewed. This was substantiated in on-site visits to check on the implementation of Guidance Plans. Pupils-at-risk in grades K-6, in many cases, are not receiving the coordinated teacher-pupil service attention from which they might derive substantial benefit.

SECTION IV. LOCAL PROGRAMS OR SERVICES IN SUPPORT OF PUPILS-AT-RISK

Many existing pupil services programs or services in local school districts address pupils who are at-risk. School psychologists, school social workers, and school counselors work cooperatively with teachers, parents, and community resources to deliver services which focus upon the needs of specific individuals or target groups. These locally-developed programs recognize the necessity to provide identification and early intervention, parent involvement, and a broad-based support system for pupils-at-risk. On the following pages are brief descriptions of several local programs.

Among the State-sponsored programs which address certain aspects of the at-risk syndrome are the Experimental Prekindergarten Program, the Adolescent Vocational Exploration Program, the Primary Mental Health Project, the School Health Demonstration Program and the Adolescent Pregnancy/Family Life Education Program.

Focus	Description
Identification of Pupils-at-Risk	The Initial Parent Interview Form used in New York City, District #19 (PS 72) helps the counselor to obtain clues to a child's prevailing behavior pattern in the home and insight into family conditions and dynamics. As follow-up, it provides classroom teachers with additional information to plan an instructional program based upon a broader perception of the child's strengths and weaknesses.
Early Individualized Instruction	Pupil service personnel and teachers at South Huntington, through preschool screening and in-school evaluation, identify students whose social, emotional, physical, or educational development suggests high risk for failure in school. In a small class of twelve to fifteen, individualized instruction is provided by a teacher and a teacher aide, supplemented by the service of the school psychologist, school nurse, and speech teacher. Student progress is closely monitored and educational activities modified as needed. Parents are involved in group activities. Students who still need help are continued in a pre-first grade program.
Child Abuse/ Domestic Violence	Staff members at Florida participate in a district training program in recognition of the characteristics of suspected child abuse, and procedures for reporting such cases. The health education program for elementary school pupils includes coverage of domestic violence and how to deal with it.
Primary Mental Health Project	Children at Schuylerville are determined to be at-risk for failure in the primary grades as a result of: • emotional disturbance (shy, withdrawn, immature, acting out), • cultural deprivation, • social maladjustment (unable to relate appropriately to adults or children, to follow directions), • academic failure or lack of learning readiness. These children are provided structured, supportive experiences with adult paraprofessionals on a regular weekly basis. The aides are trained and supervised by the school psychologist. Conferences are held with the childrens' teachers and parents, and advice is given to help enhance the children's growth and prospects for success in school and in their future development.

Focus	Description
Primary Mental Health Project	A program at Greenville identifies children at-risk using selection criteria that include emotional disturbance, cultural deprivation, social maladjustment, lack of learning readiness. Community volunteers and high school students from health classes provide structured supportive experiences, with training and supervision by the school psychologist. The program's goals are to enhance the children's chances for success in school and in life.
Child Study as a Resource for Planning	The focus of a series of staff development activities in Ithaca has been on observing individual children, collecting samples of work, scheduling meetings of professionals to share the data collected and planning appropriate experiences for youngsters based on these data. The classroom teacher presents the child to the support team. Test and screening data gathered by support and resource room staff provide an overall description of the child. The teacher concentrates on each child's strengths, interests and relationships--what the child values, what he/she can do, how he/she relates to peers and adults. Collections of work and observational data are available on individual youngsters from Pre-K through the middle school. Staff development sessions have included staff from Pre-K through the high school. One principal reports that third grade PEP scores have improved concurrent with the staff's participation in child study.
Academically-at-Risk	A pilot project to address the needs of children in Syracuse who are academically at-risk because of experiential or economic disadvantage, includes children in grades prekindergarten through first grade. The philosophy is developmental. Staff are responsible for observing children and determining their strengths and then providing experiences and activities in accord with the child's level of development. The program includes all four-year old prekindergarten children in the pilot schools. Kindergarten and first grade children are incluced based on the results of kindergarten screening, standardized tests and teacher observations. A major goal of the project is to make available, to kindergarten and first grade children, time for work with materials such as blocks, clay and paint for both creative and dramatic expression. In addition to staff development sessions scheduled at least once a month, on-going site visits by instructional specialists reinforce the program's strengths.

Focus	Description
Family Life and Parent Education	The Family Counseling Primer of New York City's Board of Education (Supportive Services Program) in its introduction states: "Family counseling is based on the premise that the symptoms of any family member at a given time are seen as a comment on a dysfunctional family system." The Primer is used individually and for training with groups of persons. It covers a wide range of topics: individual vs. family counseling, family systems, family counseling techniques, step families, single-parent families, the first family interview, case studies, and seminal thinkers in family counseling. It includes an extensive bibliography.
Parent Education	An evening program for parents of junior high students in Greece includes two discussion groups. Parents may choose among several topics offered, such as: Anger is Here to Stay, Sibling Rivalry, Marijuana (new problems from an old drug), Teenage Rebellion, Communication is the Key, Loss (a natural part of living), Adolescence (a time of transition), Living with Adolescents (facts and strategies).
Parent Education	The school psychologist, school social worker and a counselor at Lewiston-Porter present a course to acquaint parents with the problems of the emerging adolescent. The program is primarily for parents of seventh graders and runs for six weeks with a 90 minute session each week. Parents use selected readings to develop parenting skills and listen to outside speakers. Areas include: Communications, Rules, Discipline, Peer Groups, Changing Male/Female Roles, Teenage Sexuality, Drugs and Alcohol, Family Dynamics, Divorce, Separation and the Reconstituted Family.
Parent Education	As part of parent/education/training programs in New York City, District #32 (PS 151) many activities offer parents an opportunity to increase their awareness regarding good child rearing practices. Parents meet for a number of sessions to learn about child development, to share common concerns, to develop positive ways of dealing with difficulties and to improve communication within the family. The invitation letter is worded in both English and Spanish.
Parental Separation or Divorce	A group program at Smithtown offered to tenth grade students consists of a series of workshops for students who are experiencing difficulty with problems of parental separation or divorce. During group sessions, the following issues arise: the blamelessness of divorce, changes in the family, mom working, custody arrangements, parental dating, visitation schedule, pending marriages and examining feelings of anger, guilt, helplessness, isolation, and abandonment.

Focus	Description
Children of Single Parents	The school social worker in Bethlehem met with 16 elementary students in small group counseling sessions. The parents who requested the help were members of a single-parent group led by the school social worker. The principal, teacher, and nurse participated in the selection of students. It was called a Holiday Group and met from November until mid-January. Discussion centered around "happy-sad" days when everyone could not be together. The children expressed their feelings and recognized other children had similar problems.
Counseling	The school social worker in Ballston Spa established a counseling program at the elementary school level encouraging self-referrals by the students themselves. The theme, "You've Got a Good Friend, Charlie Brown," involved using a "helping booth" to help students and teachers understand how social work services can assist students with their every day problems, and develop problem-solving skills. This program in prevention measures helps children with problems they identify rather than those suggested by adults.
Guidance and Counseling	Students at Oceanside who exhibit behavior or adjustment problems can participate in a 15-week, Discovery Group counseling program. Groups are discussion-oriented around shared problems following a series of activities to help members to know each other, to commit themselves to the group, and to become aware of their role within the group. A parent orientation meeting held at the start and student-parent meeting held at the conclusion serve to share experiences. A peer leader training program in the spring prepares students for co-leading the next year's program.
Stress/Anxiety Alleviation	A lesson plan at Dryden addresses the problems of seventh graders who exhibit feelings and symptoms of stress and tension, nervousness, anxiety, over-eating, headaches, irritability, etc. The program incorporates breathing control and progressive relaxation exercises.
Teenage Pregnancy	The school social worker at Bethlehem provides counseling for teenage girls, helps them obtain medical help early and helps point out options regarding their decisions.
Suicide Prevention	A faculty in-service program for interested staff members at Shenendehowa focuses on a suicide prevention program. Three workshops spaced throughout the school year address prevention, intervention and aftermath. The prevention workshop discusses warning signals to observe and cultural influences. The intervention segment reviews action one should take and strategies one can use with a potential suicidal person. The aftermath section discusses actions needed. The workshop includes printed materials for staff review.

Focus	Description
Suicide Prevention (continued)	There is a faculty meeting devoted to suicide in addition to the workshop for interested participants. Participants from the first workshop on prevention plan this meeting. A parent meeting focuses upon understanding and how to be more effective in preventing suicide in young people. A peer facilitator program teaches students how to be more effective in working with other students who may be potential suicides.
Academic Failure	The Progress Achieved with Student Support (PASS) Project at Frontier helps students who are failing some or all their school subjects or who have a history of failure. PASS is a group counseling program for students to help them gain insight and acceptance from their counselor and a school psychologist during the second semester. Topics include: Positive and Negative Aspects of School; Aspects of School That Can Be Changed and That Cannot; Expectations of Parents; Teachers and Group Members; the Effect Teachers Have on Grades; Excellence in Nonacademic Areas; and Evaluation of the Group. Groups deal with feelings of anger, frustration, and worthlessness. The group members reassess their goals and expectations and develop a determination to "make it."
Underachievers	Students at Lewiston-Porter who achieve poorly can participate in a series of group counseling sessions designed to help them: evaluate their achievement, explore their interests, identify their skills, establish goals, improve study skills, examine and modify their behavior, and increase self-motivation.
Academic Failure	Students in grades seven and eight at Cattaraugus who have failed two or more courses in a given marking period participate in a peer counseling program. The counselor in cooperation with the social studies teacher selects and trains peer counselors from twelfth grade. Peer counselors address, in discussion, issues related to reasons for failure such as not doing homework, poor preparations for tests, and bad attitudes about studying. They offer information, reassurance, support, and suggestions, and help students set immediate or long-range goals. Student feedback reports provide followup for the social studies teacher to share with the counselor.
Abuse of Alcohol or Drugs	A program taught in grades K-6 at North Bellmore prevents drug/alcohol/smoking addiction through the teaching of respect for the human body. A social worker provides support for the program through classroom participation and counseling for students and parents in need of additional assistance. It is a local adaptation of a nationally-recognized program.

Focus	Description
Dropouts	School counselors and a social worker at Riverhead developed "Here's Help" to assist students who decide to leave school and to aid in their transition from school to work. Counselors review the booklet with students when possible. It lists area agencies that provide continuing education opportunities, employment tips, a job interview checklist, local agencies for employment, a resume form, selective service information, information about U.S. Armed Forces, agencies for counseling, health services and legal services. It includes a guidance survey form to ascertain the reasons for the student's decision to leave.
New York State Experimental Prekindergarten Program	The New York State Experimental Prekindergarten Program will be commencing its 18th year of serving over 6,000 three- and four-year-old children and their families, at least 90% of whom must meet certain criteria for eligibility which indicate financial disadvantage and other indicators of potential high risk to educational progress. It is a comprehensive, developmentally-oriented program which requires staff development activities including observation of children, collecting samples of their work, sharing data with other professionals in staff reviews of children, and focussing on their strengths and interests as a basis of providing appropriate learning experiences in accordance with individual levels of development. Other services provided to children and their families by the program are social, psychological, health and nutritional, and a strong parent involvement component. The longitudinal study of this program indicated that in subsequent grade levels there were: fewer placements in special education programs fewer retentions in grade higher achievement fewer dropouts improved pupil attendance The New York State Experimental Prekindergarten Program is located in 47 districts and three BOCES, and is currently in the process of exapnding to serve 1,150 additional children and their families in 14 additional districts, beginning in FY 1984-85. The program serves a wide geographical area, and districts include large cities such as New York, Yonkers, Syracuse; small cities such as Schenectady, New Rochelle and Ithaca; suburban communities such as Great Neck, Elmont, and Roslyn; and rural areas such as those served by Rensselaer BOCES, Herkimer BOCES and Penn Yan.

Focus	Description
Adolescent Vocational Exploration	The Adolescent Vocational Exploration (AVE) Program is a career education program for youth who are at-risk of becoming school dropouts, unemployed or underemployed young adults, or youthful offenders. Its purpose is to help 14 to 17 year-old participants to increase their future job and career opportunities through a program of career exploration, counseling and classroom instruction. Youth learn to use the resources within their communities to obtain information about careers. Participants interview people from business and industry and observe them at work, visit schools and colleges, conduct research in local libraries, and use other community resources to learn about careers in which they are interested. The experience-based career education model is an individualized, goal-oriented, student-initiated learning process that combines classroom learning with counseling and experiences in the community to expand a young person's knowledge of careers and their relationship to education. The AVE summer component consists of twelve hours per week of classroom learning in career skills, life skills and educational skills, and twelve hours per week in which students explore community resources to gather information concerning their career and educational goals. Upon returning to school in the fall, the emphasis is on further developing, reinforcing and supporting that which the participants learned during the summer, and having students apply their summer accomplishments to educational and career needs.
School Health Demonstration Program	The School Health Demonstration Program under Chapter 198 of the Laws of 1978 was established to improve access to health care for students. School-based primary health care services are offered to students enrolled in the program. Periodic physical examinations are offered. Treatment of minor episodic illness occurs at the school site when a student is ill. Students with problems beyond the capability of the program are referred for community services. School staff are responsible for "tracking" the student's progression through the referral network to assure that problems are resolved. In school coordination of community and school support services are included as well. High risk students are targeted for services. These include students who have early antecedents of chronic disease; students with chronic and repeated school absences related to health and behavior; students in need of social services; students in need of educational placement and evaluation; and, adolescent students who need an expanded school health service to respond to their health needs for sports participation, working papers, educational placement and personal social health problems (adolescent pregnancy, drug and other substance abuse).

Focus	Description
Adolescent Pregnancy/ Family Life Education	The Family Life Education Program addresses the issues of teenage pregnancy and parenthood. School districts are assisted in planning and developing programs that are appropriate to their needs in: Parent Education; Parenting Education Programs, K-12; Family Life/ Human Sexuality Education. State Interagency coordination of Adolescent Pregnancy Programs further assists school districts in obtaining needed resources to develop school programs related to adolescent pregnancy issues.

SECTION V. STATE EDUCATION DEPARTMENT INITIATIVES

The State Education Department has taken steps to draw attention to the needs of pupils-at-risk and to expand services to such students. Several Department efforts have focused upon abused and neglected children. Samples of these activities include work in cooperation with the Citizens Task Force on Prevention of Child Abuse and Neglect Through Parent Education (appointed by Governor Cuomo); production of a teleconference on child abuse and neglect aired during the 1983-84 school year on public television; service on interagency groups dealing with sexual abuse; publication of a monograph on the law relating to child abuse and neglect; and collaboration with the State Department of Social Services concerning certain cases of reported child abuse and neglect. The Price Chopper food chain, as a result of a Department request, will publicize the prevention of child abuse and neglect on its shopping bags which will list the hot lines for child abuse and neglect in four states. Additionally, a brochure on "Tips for Parents" will be distributed at each cashier.

Other Education Department initiatives, past and present, include:

- In 1982, Department staff served on a Governor's Task Force on Domestic Violence. The Task Force published a guide for school personnel on appropriate responses to domestic violence. The publication cited the availability of a domestic violence hotline and suggested reporting procedures for school personnel similar to those for suspected cases of child abuse and neglect.

- No one knows how many children leave for school each day and return to a home empty of adults. The New York State Council for Children and Families has estimated that between 100,000 and 300,000 youngsters in New York State between the ages of five and 13 are left to care for themselves before and after school. The State Education Department provides assistance to individuals, PTAs, groups of educators and parents and to community-based study groups exploring the changing needs of families, including the need for school-age day care. Department staff serve as representatives on interagency groups which bring together the perspectives of the Education Department, Department of Social Services, Division for Youth, Council for Children and Families and other agencies concerned with children in the community.

  General guidelines for integrating day care into a public school setting are contained in the 1974 Department Publication, Pre-K Day Care is School Plus. It suggests that locating day care and after school care in school facilities and the involvement of schools in the network of community agencies that support families and children can lessen stress in families, reduce the number of child care arrangements a family must make, and provide necessary continuity in a child's life. Department staff are preparing an informational bulletin for Chief School Administrators to assist them in examining their roles in providing care for latchkey children. Legislation passed in 1984 will provide limited funding for start-up costs for schools and other community agencies which wish to provide day care for school-age children before and after school.

- Department staff are working with the Office of the Lieutenant Governor of New York State to address the problem of adolescent suicide. Activities include the convening of a Statewide Conference on Youth Suicide followed by 52 local and regional conferences; identifying and publicizing suicide prevention

programs for local school district adoption in the "Transferring Success" mode of the National Diffusion Network; preparing publications on adolescent suicide prevention, and on how to deal with an adolescent suicide should one occur. Support for this suicide prevention campaign will be solicited from private companies and foundations. Information and a study guide for an upcoming CBS Special entitled "Silence of the Heart" is being prepared for schools. The program will air on October 30, 1984.

- The Department has a history of concern for the prevention of substance abuse, including alcohol abuse. The topic of substance abuse has been included in a mandated health education curriculum for several years. Department staff provide assistance to school personnel regarding this curriculum. Recently, staff cooperated with the Department of Motor Vehicles and the State Legislature to develop a pamphlet for high school students entitled "You and the Drinking Driving Laws." A teleconference on drinking and driving will be presented this fall.

- In the fall of 1983 the Department conducted an Acquisitions Project to identify good guidance practices in elementary and secondary schools in New York State. The result of this project was the publication "Ideas That Work: A Compendium of Guidance Program Practices" which included practices related to pupils-at-risk.

- The unemployment rate among youth, especially minority youth, is shockingly high. The Education Department and the State Department of Labor in February 1984 hosted a conference entitled, "Youth in Crisis" to highlight youth employment problems and to feature programs which increase youth employment.

- Truancy is a very frequent symptom of serious problems related to pupils-at-risk. The Attendance Improvement/Dropout Prevention Program, which will be implemented in the 1984-85 school year, enables districts with relatively low attendance rates to develop more adequate attendance and dropout prevention programs.

- Disadvantaged children need experiences designed to help them benefit fully from their early years of education. The Experimental Prekindergarten Program allows young disadvantaged pupils to enhance their school careers.

These efforts, while they represent a major commitment of resources, are insufficient. Between six and ten percent of the pupils in New York State districts are at-risk. To meet the Regents' intention expressed in the Action Plan, additional support is necessary for services to pupils-at-risk. Assembly bill number 10533 introduced by Assemblyman DelTorro in March 1984 provides such support. This bill would add a new subdivision 24 to section 3602 of the Education Law to provide an apportionment to school districts for the provision of support services to pupils-at-risk. This apportionment would be used to supplement local funds for this purpose. The aid per pupil would be computed by multiplying the first ceiling aid ratio by $700. For the purposes of this subdivision only, the minimum aid ratio would be .250. The aid per pupil would be multiplied by 6% of the total adjusted average daily attendance of the district.

In addition, school districts would be entitled to a supplemental apportionment, up to an additional 4% of total adjusted average daily attendance. This supplemental apportionment would require an expenditure report completed pursuant to Regulations of the Commissioner of Education. Five percent of the total amount would go to the State

Education Department to administer the program and provide technical assistance and resource material to school districts in programs such as:

- improved pupil attendance
- dropout prevention
- guidance and counseling
- family life and parent education
- suicide prevention
- nutrition education
- Adolescent Vocational Education Program
- adolescent pregnancy programs

Regardless of what happens with Assembly bill 10533, thousands of pupils in New York State schools will continue to be "at-risk." The Department will continue its efforts and initiate new ones, given the availability of fiscal and human resources, to address this problem and to insure that each student with the potential of being at-risk is identified and counseled.

The Education Department, however, cannot by itself solve the problems of pupils-at-risk unless the local district and school building are willing to acknowledge that a problem exists and to take the steps necessary to address and resolve the problem of at-risk students.

The Department urges that local school districts provide staff development experiences to enable school personnel to understand and identify those factors in the school, family, and community environment which adversely affect the progress of children and result in at-risk situations. In addition, school districts should provide referral resources such as pupil personnel services to assist teachers to enable at-risk pupils to succeed. Further, school districts are strongly encouraged to cooperate fully with community agencies in developing and participating in a resource network to serve pupils and their families so that those at-risk can be freed from their learning impediments to progress at school. The precise nature of the service to individuals is difficult to predict but should include some combination of assessment; individual and group counseling; consultation with parents, teachers, community representatives; remedial instruction; home visits; and referral to community agencies.

Many major and pervasive influences affect the progress of students. School districts need to respond to these influences in a comprehensive, flexible way. For example, a large portion of students come from families with special pressures. School systems should implement carefully designed family living courses to help students deal with these pressures and obtain help in school and community should it be necessary.

Pupil personnel staff members must function as primary resources to teachers in identifying and assisting pupils-at-risk. School building principals should establish pupil service teams to meet referrals within their building, to provide a consultant resource for teachers and to develop activities to serve individual students with problems.

Summary

Local school districts need, first, a commitment to serve all students, including pupils-at-risk, and, second, a plan to serve such pupils. The plan should provide for the early identification of pupils at-risk and prescribe the manner in which assistance is offered through school services and community services. The plan should also provide for courses such as in family living, or, as in health education, for substance abuse. The

Education Department's Office of General Education through its monitoring of various federal and state programs and in its communications with the field and in its cooperative efforts with professional and other organizations will continue to encourage school districts to take the necessary actions to address the problems of at-risk students. As Guidance Plans are reviewed, as proposals for PSEN/Chapter I are examined, as Registration visits are made, as applications for Attendance Improvement/Dropout Prevention programs are reviewed and as implementation of the applications are monitored, staff will continue to work with school districts to help pupils-at-risk.